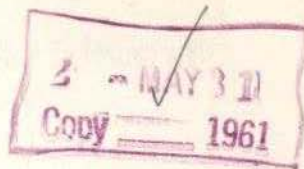


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INTERNATIONAL REVIEW

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English edition of the Revue internationale

Wishing to reach a wider public, the International Committee of the Red Cross has decided to publish, starting in April 1961, an English edition of the Revue internationale de la Croix-Rouge.

Hitherto this publication has appeared in French, with English, German and Spanish Supplements, which contained selected articles and news items. Although the circulation of the French edition has continued to increase for some considerable time, the editorial staff has received numerous requests for more material to be included in the English Supplements, and that the studies and news items which had previously been published in full in the French edition only, should also reach this public.

The ICRC has therefore decided to produce each month from now on a new publication of the Revue internationale, which will in principle be identical with the French edition. Published in English, it will contain contributions from the English-speaking world.

Enquiries which we made before deciding to take this step had most encouraging results and it is to be hoped that considerable support will be forthcoming in the shape of new subscriptions as well as articles by the directors of National Red Cross, Red Crescent and Red Lion and Sun Societies and from many other different sources. This will not in any way affect the German and Spanish Supplements which will continue to appear as before.

The ICRC hopes that this project will be favourably received and that it will be able to count on a large number of contributors. The intention is to make of the Revue internationale de la Croix-Rouge an ever wider platform for the expression of responsible opinions on contemporary problems of great humanitarian interest. It therefore accepts contributions from all quarters, in so far of course, as these are based on Red Cross principles at a time when these are too often misunderstood, and in defence of the essential rights of man.

INTERNATIONAL COMMITTEE
OF THE RED CROSS

Subscriptions to the "International Review of the Red Cross", the English edition of the Revue internationale (Sw. frs. 20,— annually) can be made, or single copies (Sw. frs. 2,— each) obtained through the ICRC, 7, Avenue de la Paix, Geneva, Switzerland.

Penitential discipline and public wars in the Middle Ages

A MEDIAEVAL CONTRIBUTION TO THE DEVELOPMENT OF HUMANITARIAN LAW

The International Review is pleased to be able to publish this study and acknowledges its thanks to the author for having given permission for its translation and reproduction. Originally the subject of a series of three lectures delivered at King's College, London (University of London) in 1957, it makes an important contribution, although confined to a limited period in history, to the development of humanitarian law.

We have, in view of its original length and of its academic character and with the author's approval, summarized certain passages, which are printed in italics.

This study deals with an important though little known period in the history of Christian institutions and the attempts which the Church made to mitigate some of the cruelty of war. Attempts tending towards the same ends were also made by other religions which proved to be effective and are of considerable interest. The Red Cross takes good care not to forget this and we will publish other articles on the same subject to complete this series with reference to the attitude of civilizations in the East and in the Far East. (Editorial Note)

* * *

During the period which it is proposed to consider, from the closing years of the Sixth Century to the beginning of the Twelfth Century, the Penitential Canons and the Penitential Books together

form the main stream of penitential discipline. The latter will be referred to throughout this study as the "penitentials".

Although their relationship and interaction is complex and subtle they are, however, at all times sharply distinct. They will for this reason be treated separately in turn. In the first part of the study it is proposed to deal in a general manner with the "penitentials", with the relationship of penitence to war and by way of conclusion with an estimate of whether they advance our understanding of the Church's own attitude to war. In the second part of the study two specific instances will be given of the application of penitential canons to war, both having been issued by provincial councils.

In order to have made the study complete, it would perhaps have been desirable to have included a general survey of the penitential canons during the period under review, but this has unfortunately not been possible for a variety of reasons. However, the two particular canonical decrees which will be examined are of sufficient importance and interest in themselves for one to be able to draw several useful conclusions.

I. THE PENITENTIALS

Their social and civilizing rôle

An exposé of the nature of the penitentials would take us far into the long history of penance in the Eastern and Western Churches of Christendom and, in particular, to the supersession of public by private penance. In spite of the efforts of many scholars the steps in this process are still far from clear. All that can be said here is that the system of private penance depicted in the penitentials appears in the North West corner of Christendom at a time when public penance was virtually obsolete throughout the rest of Christendom.

The Celts, and particularly the Irish Celts of these Islands, may perhaps claim with some validity to have introduced Western Europe to the penitentials. Yet great caution must be exercised for as yet no adequate history of these important and distinctive sources of canon and secular law exists. This is not to deny that a considerable amount of literature and manuscript material exists on

the subject. The treatment of the penitentials by Fournier and Le Bras in their *Histoire des Collections Canoniques en Occident depuis les Fausses Décrétales jusqu'au Décret de Gratien* will remain for a long time the classical exposition of the subject but it is not and does not purport to be, a detailed history of the penitentials.

As pointed out in that work the rôle played by the Celts in the history of canon law is explained in part by their early ecclesiastical organization. In Ireland there were few towns but many monasteries. The location of these monasteries tended to follow in a rough way the geographical location of the clans. These monasteries are Ireland's 'Civitates' and are frequently the site of the episcopal see. The fervour and the ascetism of Celtic Christianity determined their interest and thus we find that moral fervour and ascetism are paramount in their ecclesiastical literature. In this climate there grew up a mode of private penance unregulated by law or by solemnity and emanating from the monastic houses. This method consisted of private confession to a confessor selected by the penitent who prescribes for the latter the carrying out of certain penitential works. This was in notable contrast to the older system of public penance in the Eastern Churches, whereby the penitent was subjected in public to one of the four grades of penitential status for life evidenced by rough apparel, shaven hair, deprivation of arms and other public marks.

As Fournier points out, the predilection of the West for law as opposed to the Greek predilection for speculative theology was no doubt an auxiliary factor in the introduction of the Celtic form of private penance. The confessor has a quasi-judicial function in the selection and award of the appropriate penance according to the sin, the person of the sinner, and the circumstances of its commission. Here we have the rudiments of a legal thinking in a penitential setting. Yet care must be shown in not pressing the analogy too far for these awards of penance as we shall see lacked any conciliar, Patristic or traditional authority. This is the precise point in history at which the penitentials come on to the stage.

A Church such as that of the Irish Celts, composed of independent monasteries, has little or no conciliar machinery for imposing penitential punishments.

In describing the process whereby this private penitential discipline was introduced into the insular Christianities, Fournier comes near to giving us as valid a definition of the penitential books as we are likely to obtain. 'In default', he says, of a solidly established hierarchy of regular councils, certain men of the Church, contributing to the inheritance of scriptural, conciliar, and monastic tradition, their own opinions, "*dicta judicia*", or those suggested by eminent people, composed catalogues, more or less complete, of sins indicating therein the penalties that guarantee expiation and which are appropriate to the faults and the personal condition of the sinner.' In these lucid terms we have the quintessence of the penitentials.

The penitentials spread out from the Celtic monastic houses over most of Western Christendom. By the close of the Sixth Century they were in the lands of the Franks, by the late Seventh Century they were in use in Saxon England, by the late Eighth Century they were in Italy, and they found their way to Spain by the early Ninth Century. Some evidence that the penitentials lacked official sanction can be seen in their comparatively late incursion into Italy and their first appearance in the North West confines of Christendom, an area noted for its independence and its relative freedom from Roman and conciliar authority.

So successful and widespread was the introduction of the penitentials to the Continent by the Celtic missionary monks from the time of St. Columban at the close of the Sixth Century, and so powerful was the influence of the Irish, Theodorian and Cummean series of penitentials during the Eighth Century, that the reproach has been made that they made more necessary the Carolingian reforms of the early Ninth Century. This is a grave reproach and gives us a further insight into their unsanctioned, unorthodox and inconsistent nature. That their use was widespread can be seen in the requirement that each priest should have, as well as his Psalter, Missal, Martyrology and Lectionary, a penitential book.

In spite of these drastic attacks by the bishops in these two Councils, the penitentials not only survived but flourished with increased vigour. They met the needs of a rough age. Of the two possible alternatives public penance was not suitable to the turbulent and warlike Germanic peoples, whilst the imposition of a

general canonical discipline was not, in the prevailing conditions of the Church, a practical proposition. The bishops in fact could offer no alternative to the penitentials. If they had been burnt in accordance with the decrees of the Reform Councils there would in all probability have been a serious breakdown in the penitential system. As has been said by Fournier :—" The reform which had condemned the penitentials had thus been powerless to suppress their use. "

Such solution as did come lay in the attempt to preserve those parts of the penitentials that were in harmony with the ancient tradition of the Church and the weight of Patristic writing. Perhaps the bishops desired the strict orthodoxy of the penitential books more strongly than their disappearance. Such an attempt was made in the Pseudo-Roman Penitential of Haltigar, Bishop of Cambrai, about 830, a penitential work probably compiled by him with that end in view, on the express request of Ebbo, Archbishop of Rheims. Much of the material from the penitential books finds its way into the Italian Collections of Canon law of the first half of the Eleventh Century and ultimately into Gratian's great compilation *The Concordia*, in the early Twelfth Century.

The part played by the penitentials in the history of Christian civilization in the West has been expressed by Fournier in these words :—" The social rôle, and it can be said, the civilizing rôle of the penitentials has been considerable. They have aided the secular legislation in the suppressing of wrongs. In the case of acts which the law did not know how to attack, e.g. sins of thought, they enabled confessors to apply a sanction which must often have restrained their commission, they formulated and stimulated the idea of a personal dignity among a gross people. Drunkenness, immorality, all the evils of the flesh have been repressed with vigour. Delicate habits of charity, of help, of hospitality, were put forward as means of redemption. The prohibition of eating and drinking contaminated liquids and foods " (e.g. Beer into which a mouse has fallen) " imposed some rules of hygiene. The penitentials, as one can see, have as their aim exterior order as well as the policing of consciences. They have without doubt contributed to the education of the barbarian. "

Nevertheless, as the same author is at pains to point out, their faults were legion and far reaching. He tells us what we plainly

perceive when we read the penitentials. " Their form often mediocre, lacking authority, the tariffs contradictory, a lack of harmony with the continental discipline, the perversion of penance ; such are the faults with which they can be taxed." In particular, the compilers were guilty of inserting tariffs composed "according to their own judgment " and mingling them with the traditional penances. Such insertions lacked conciliar authority and are the work of one man, frequently unknown. The prejudices of these anonymous authors find their way into the penitentials and contradict each other. As Fournier tells us : " These multiple contradictions (i.e. not only with each other but also with the conciliar canons and the Patristic writings) are a normal feature of the penitentials and do not seem to have upset the Celtic islanders in the least nor the Franks. On the contrary the superfluity of tariffs was much appreciated because it appeared to favour the exercise of ' discretio ', i.e. the reasoned choice of a penalty exactly suited to the fault. "

A general laxity is also discernible in the penances imposed. Later on the whole system of commutations or redemptions comes into being. By the Tenth Century the pseudo-penitential canons attributed to King Edgar have openly allowed rich and powerful men ' rich in friends ' to procure substitutes who carry out their penance of fasting and prayer on their behalf. The monetary commutations of penance also contributed to the corrupting influence of the penitentials and presage the future evils of the system of Indulgences. What are they, these Indulgences, but the remission of the temporal penalty due for the sin, i.e. expiation guaranteed before the sin is committed ? The part that Indulgences played in the conduct of the Crusades lies outside the scope of this Study. .

Apart from a few survivals, the penitential books are virtually obsolete by the Twelfth Century. By that time the penitentials were being superseded by the " Summa Confessorum ". After the Fourth Lateran Council of 1215 they must I think be considered as largely anachronistic. They had had a long and active life stretched over some seven centuries during which they experienced many vicissitudes. For the canonist, the theologian, the moral philosopher, the historian, the sociologist, the psychologist, and the criminal

lawyer they are a vast storehouse of material much of which has had relatively little attention. For the historian of the recrudescence of paganism and its repression, they are a primary source.

* * *

The penitentials and war

Running through all the penitential books and writings from the Sixth to the Twelfth Century three great heads of vice recur with a regularity that is not a coincidence. They were the evils with which the Church was in daily and mortal combat. These were : (1) idolatrous practices, (2) sexual irregularities, and (3) acts of violence under many forms, from homicide to beard-plucking.

Attention has hitherto been concentrated on the treatment of sacrilege, sexual sins, marriage and paganism, in the penitentials but as yet little regard seems to have been paid to their references to public wars. Now I am well aware that at this critical juncture I stand at the precise point where the mysterious streams of the penitentials join the turbulent waters of the controversy that has centred upon Christianity and war. Thus I run the great risk of being carried away, if not drowned outright, in the flood but I am going to take the plunge. I therefore propose to consider a selection of the penitential texts that touch upon public wars. Whether they contribute anything to our understanding of the long and confused story of the Church's attitude to war is a question which I should like to leave in your minds.

In an age when law enforcement was weak the penitentials played a great part in controlling the conduct of men and women in their daily lives. They operated locally and were aimed at the soul of the individual penitent. Unlike law they governed his very thoughts. Unlike the law of nations they dealt with the individual and not the group, the clan or the community. Thus, for what they have to say about the individual and war they compel our attention. They also give us some insight into the moral ideas current in Western Christendom during the centuries when the penitentials were in daily and widespread use. The ordinary priest could in matters of sin and penance consult his penitential book and, therefore,

did not seek the aid of his bishop for an explanation of the writings of the Fathers, or of the Canons of the Councils of the Church.

In spite of the many defects of form and matter the penitential books disclose a coherent pattern of thought when they refer to public wars. Recurring with unfailing regularity in the main groupings of penitential literature, whether the paternity be Celtic, Anglo-Saxon or Visigoth, is the clear penitential rule that he who kills a man in a public war¹ must undertake a penance of forty days duration. This is a minor penance when compared with that imposed for other sins. It is not without interest that the killing of a Jew or of a pagan attracts the same penance. This reference to pagans is not strange, for warfare with the pagans was a normal feature of contemporary life at the period of the early penitentials and indeed for a considerable period afterwards. As to the Jews, we shall have a word to say later.

We are confronted with the fact that in an age of great violence and bloodshed, killing a man in a public war is counted a sin requiring expiation. It does not matter whether the war be just or unjust. It matters not what Saint Augustine has said in his letter to Marcellinus, or in his writings '*Contra Faustum*' or in his letter to Pope Boniface the First. Although in this matter the penitentials are clearly at variance with the most authoritative of the Western Fathers they are in accord, for once, with each other. The Councils of the Church from time to time treat of wars but in their canons one finds no counterpart to this consistent and persistent rule of the penitentials.

Further, it will be observed that the expression used in them is always "*in bello publico*" i.e. something quite distinct from brawls, looting, forays, and the other forms of violence that received ecclesiastical and secular attention in the Norman '*Treuga Dei*' of the Eleventh Century. The emphasis on the public nature of the war will no doubt lead us to remember that participation in such wars was not normally a voluntary act. Further, no distinction is made between the soldier and the laic, if such a distinction could

¹ The wording of the penitentials is explicit in this respect. Their authors were perfectly aware of the distinction between "private" wars and those carried out by the King's command (public wars), participation in the former being considered a far greater sin. (*Author's note*).

validly be made throughout the period under review. Truly the cleric who gets involved in public warfare does get singled out for drastic attention but otherwise the penance of forty days duration falls on all alike who have killed a man in a public war. That is something sufficiently curious of itself to merit a closer inspection of the penitential books.

In an Old Irish Penitential of about the year 800, a penitential formed on the Cassian scheme of the eight principal sins and on his principle that "contraries are cured by their contraries", we find Chapter 5 entitled "Of Anger". Paragraph 4 of this chapter reads: "Anyone who kills a man in battle or in a brawl . . . a year and a half or forty nights, provided he does not pursue the slaughter after the fight is won." The two periods of a year and a half or forty nights will not be a maximum and a minimum but alternative penances of equal expiatory value but of different degrees of severity. These "equivalents" are very carefully worked out in the tables of commutations. An exhaustive example of these can be found in the Irish Table of Arrea of the Eighth Century. Thus fasting over a long period may be the equivalent of a limited number of nights spent in kneeling and reciting specified psalms. The variations are so numerous that it is not possible to state the precise nature of the penance attracted in the instances cited. The penance above quoted is, by the standard of the penitentials, a stiff penance for killing a man in a war and reflects the Celtic severity and austerity. The Canon makes it clear that the killing must be within the limits of combat to attract this particular penance. Nevertheless it is certainly more lenient than that imposed for an ordinary killing "in anger". For such homicides the penance is "a life of exile in destitution unless pious anchorites grant him remission."

In the genuine Penitential of Theodore, attributed to the famous Archbishop of Canterbury and dated between 668 and 690, we find the rule of penitential discipline relating to public war stated in its classical form and in a way that is to be found repeated in many later penitentials of English and of Frankish authorship. Much learning has gathered round this penitential attributed to Theodore. . . . In Book I under the rubric 'of manslaughter' we find paragraph 6 which reads: — "One who slays a man by command of

his lord shall keep away from the Church for forty days; and one who slays a man in public war shall do penance for forty days." This is the forerunner of many identical formulae in the later penitentials and can be found as late as the Twelfth Century. Not infrequently it is to be found in the same context as that which follows in the penitential of Theodore in Paragraph 7: — "If through anger ye shall do penance for three years; if by accident for one year; if by a potion or any trick seven years or more; if as a result of a quarrel, ten years." This gradation of penance for the various circumstances of killing likewise persists in many of the later penitentials.

It is interesting to observe that the killing under the order of a superior is treated separately from the killing in a public war although it appears in the same canon and attracts a penance of the same duration. Was it because the killing in a public war would normally be under the order of the King? A later passage in the penitential of Theodore has some bearing on this conjecture, for it can be no more than that. It is also interesting to observe that it is irrelevant whether the war be just or not and that a killing in a public war is far less serious than a killing by accident or anger. The former attracts a penance of forty days whilst the latter attracts a penance of one year, at the least.

Under the seventh rubric of Book I of this penitential, entitled "Of many and divers evils and what necessary things are harmless", we find a curious formula relating to the seizure of booty in a war. Paragraph 2 reads: — "Of money which has been seized in a foreign province from a conquered enemy, that is from an alien king who has been conquered, the third part shall be given to the Church or to the poor and penance shall be done for forty days because it was the king's command." This last explanatory clause is pertinent to our enquiry for, not only does the formula treat of an act of warfare, namely the seizure of enemy booty, but it attracts the self-same amount of penance as the slaying of a man in a public war. The closing clause makes it reasonably clear that the penance is light because the money of the enemy prince has been seized by the king's command. Here we have a confusion that is typical of the penitentials. Any attempt to deduce a coherent theory of responsibility for acts committed under the command of a superior

or in a public war, whether with or without the command of the king is, I suggest, destined to failure because no such clear theory existed in the mind of the compiler. The penitentials were quasi-legal instruments of discipline for human souls. It was experience and the personal judgment of the compiler rather than logic that determined their context. To extend the aphorism of Oliver Wendell Holmes, — the life of the penitentials consisted in experience and not in logic, or authority, or tradition.

When we turn to the Frankish and Visigoth penitentials we find a more severe formula. In a penitential from the Monastery of Silos in the Diocese of Burgos, dated about 800, chapter 6 treats of various kinds and causes of homicide. In particular we find : — “ He who has killed a man in a battle let him do penance for one year.” Whether the known severity of the Visigoth penitentials accounts for this penance is a matter of conjecture. Le Bras considers that it does not derive from a Spanish source.

In the so-called Roman Penitential of Haltigar, Bishop of Cambrai, about 830, we find a penance midway between the leniency of the Theodorian group and the severity of the Penitential of Silos. Under the rubric “ Of homicide ”, canon 79 provides : — “ If anyone slays a man in a public expedition without cause he shall do penance for twenty-one weeks. ” Perhaps the words “ without cause ” are the clue to this relative severity. This penitential’s claim to be Roman probably means no more than that Haltigar, bearing in mind his mandate from Archbishop Ebbo of Rheims, had carefully selected those insular materials which appeared to him to be in accord with the general discipline of the Church. Such is the considered judgment of Fournier and it has yet to be refuted.

Regino of Prum’s “ Ecclesiastical Discipline ” of about 906 was compiled at the bidding of Rathbod, Archbishop of Trier. Regino expounds the use of the penitentials as well as the penitential rules. In Book I, Chapter 304 he sets out “ An order for giving penance ” thus—“ After this, question him softly and gently . . . Brother, do not blush to confess thy sins for I also am a sinner and perchance I have done worse deeds than thou hast . . . But if the priest sees that he is bashful, let him again proceed : Perchance, beloved, not all things that thou hast done quite come to memory. I will question thee ; take care lest at the persuasion of the devil thou

presume to conceal nothing. Hast thou committed murder either accidentally or wilfully or in the avenging of relatives or at the command of thy lord or in public war ? . . . If in war, forty days." The gentleness of the prelude is in strange contrast to the tenor of the questions, e.g. "Hast thou cut off the hands or feet of a man or gouged out his eyes ?" The penitential whether treating of sexual eccentricities or of deeds of violence displays an inner and expert knowledge of evil that might well be the envy of our modern psycho-analysts.

The Nineteenth Book of the famous *Decretum* of Burchard of Worms, of about 1008 to 1012, is entitled the "Corrector" and the "Medicinus" because, as the learned author explains in the Argument of the work, "it contains ample correction for bodies and medicines for souls and teaches every priest, even the uneducated, how he shall be able to bring help to each person, ordained or unordained, poor or rich, boy, youth, or mature man, decrepit, healthy or infirm, of every age and of both sexes." In Chapter 5 we find the remarkable rule to be repeated in many later penitentials "If any one has killed a pagan or a Jew let him do penance in bread and water for forty days" and later : "Have you committed homicide in a war by the command of the lawful prince who had ordered this to be done for the sake of peace . . . then you shall do a penance for three forty-day periods on the appointed days." The reference to pagans may be accounted for by the atrocities committed in the Rhine area by the pagan Slavs Henry II had conscripted into his army for his attack on Metz in 1009. This unworthy reference to Jews may have been the outcome of Vecelin's apostasy at Mainz and Henry II's expulsion of the Jews from Metz in 1001.

* * *

These are but a small selection of the penitential texts that treat of public wars. Scattered throughout many other penitentials there can be found rules imposing penance for killing men in public wars. In general, the period of penance is forty days. There is also to be found many repetitions of Burchard's rule that the killing of a Jew or a pagan exposes the slayer to a penance of like duration. It will be recalled that the influence of Burchard

in the Eleventh Century was immense and the Decretals formed one of the main sources of canon law that was to find its way in the great work of Gratian in the next century.

The penitentials and the attitude of the Church towards war

What conclusions if any can be drawn from these fragmentary data? That the killing of a man in a public war is not considered a very serious matter seems reasonably well established. Yet it seems to be a sin that must be confessed and expiated. When one considers the frequent and bloody wars, that the penitentials were in practical operation throughout the greater part of Western Christendom for some five centuries or more, that they were part of the daily working impedimenta of the ordinary priest, that the penitential system was the disciplining of the individual human soul, is it possible to claim that the penitentials contribute anything to the long story of the Christian Church and war?

Had not St. Augustine made all clear in his letter to Pope Boniface I: "Do not", he said, "believe that God cannot look with a favourable eye on whomsoever fights with weapons of war." But we know that the penitentials were frequently at variance with the Patristic writings and with the conciliar canons.

It is possible that we are here confronted by some lingering vestige of the early Christian aversion to killing and bloodshed. In later times this aversion comes to be limited to the rule that priests and monks must forbear from fighting in a battle or taking part in the judicial sentence of death. In an earlier and more perfect Christianity was there perhaps a feeling that no Christian should shed blood in or out of a war? We all know the controversy that this question has engendered. The whole system of penitentials and private penance was in a sense one vast compromise with an all too wicked world that simply would not be yoked by public penance. With the great influx of Western barbarians into the fold of Christianity, there was a general lowering of moral standards. Private and repetitive penance became the order of the day. These penitentials, born of the Celtic monastic fervour and asceticism, supplied a bridge of expiation between this wicked world and the lofty traditions of an earlier, simpler and more saintly Christian era.

It may be possible and valid to see this self-same compromise at work in the penitential rules relating to public wars. The old idea that a Christian with blood on his hands should not approach the sacred mysteries until he had cleansed himself by expiatory works died hard. Let us recall in this context the Canons of Hippolytus, about 220, cited by Watkins in his *History of Penance*.

Canon 75 decreed : " If it is shown that blood has been shed by him (i.e. a Christian coerced into the army by the officer) let him abstain from participation of the mysteries unless it happens that by an extraordinary alteration of conduct accompanied by tears and lamentation he shall find correction. " Likewise, St. Basil the Great in his canonical letters written in the Fourth Century, a great source of penitential material, wrote : " Our fathers have not put in the class of homicides those massacres which are made during wars, persuaded, as it seems to me, that one must pardon those who fight for good and justice ; but I would advise that they be deprived of communion for three years because they have bloody hands. " Was this forty days penance, whether of fasting or exclusion from the Church or whatever other form it may have taken, a method of ensuring that some part of that older Christian tradition of aversion, abstention, and cleansing was kept alive ?

The penance could not, in truth, be made too severe for the Franks, the Celts, the Anglo-Saxons and the Visigoths were warlike peoples for whom even the temporary deprivation of arms could in itself be a severe penance. Besides, as Doctor Oakley has pointed out in his work on Anglo-Saxon penitentials, the relationship between the penitentials and the secular law codes was complementary. Too heavy a penance for fighting in wars would have weakened the secular order. That would not have done at all for the king's secular laws punished men for failing to carry out the penance enjoined by the Church. Conversely the penitentials imposed penance for breaking the secular law and extra penance for failing to pay the compensation that law required. Lastly there may always have been the lurking suspicion of the Church that men's motives are rarely pure and never simple. The motive behind the killings in public wars would frequently be mixed, a blending of good and of evil. It is perhaps probable that all these factors and many others played their part in establishing this rule, made

manifest in the penitential books, that the killing of a man in a public war was a sin that required expiation by a penance of forty days period. Among the many vagaries and inconsistencies to be found in the penitential literature this rule was recurrent, persistent and substantially invariable.

In conclusion, I would like to say this. It cannot escape the attention of anyone who studies the penitential books that the severity of the penances enjoined for sexual irregularities is in marked contrast to the mildness of those prescribed for slaughtering men in a battle. This, I think, was an accurate reflection of the attitude of the Church in the centuries under review. Towards sexual deviations that attitude seems to have been one of uncompromising and unyielding hostility. Towards the slaughter and bloodshed of warfare it appears to have been one of uniform acceptance disguised as censure.

In the next study it is proposed to discuss two ecclesiastical transactions, each of which was the direct outcome of a battle. On both occasions the Church imposed the weight of its penitential discipline in no uncertain manner upon those who had participated in a slaughter that stirred both its conscience and its memory.

(To be continued)

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INTERNATIONAL COMMITTEE OF THE RED CROSS

SUNDRY ACTIVITIES

News Items

The work of the Red Cross in the Congo — *The International Committee of the Red Cross has continued to assist persons under detention in the Congo, by visiting on March 1 the eight Belgian soldiers who were taken prisoner in January after crossing the Congo frontier, coming from Ruanda-Urundi. The delegate of the ICRC was allowed to speak with them, to hand over correspondence and to give them a few comforts.*

Two delegates of the ICRC, Mr. P. Delarue and Dr. P. Kiejer left Geneva for Elisabethville on March 15; the main purpose of their mission is to visit places of detention in Katanga.

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Mr. J. Bomboko, Minister for Foreign Affairs, Leopoldville, has sent to the Federal Political Department in Berne a declaration to the effect that the Congo will abide by the Geneva Conventions of 1949.

*

The Congo Delegation of the ICRC continues to make every effort to support the Red Cross medical teams ¹ in their work. In February and March three more teams were installed by the delegates; a Canadian team in Gemena (Equator), a Pakistani team in Luosi (Leopoldville) and an Australian team in Bunia (Or. Province).

¹ See *Revue internationale*, February 1961.

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By the middle of March the Red Cross teams in the Congo had been posted to the following districts :

Australia	<i>Bunia (Or. Prov.) and Oshwe (Leopoldville)</i>
Canada	<i>Gemena (Equ.)</i>
Czechoslovakia	<i>Banningville (Leopoldville)</i>
Denmark	<i>Matadi (Leopoldville) and Boma (Leopoldville)</i>
Finland	<i>Luisa (Kasai)</i>
Germany (Fed. Rep.)	<i>Bakwanga (Kasai)</i>
Iran	<i>Thysville (Leopoldville)</i>
Ireland	<i>Beni (Kivu)</i>
Jugoslavia	<i>Bukavu (Kivu)</i>
New Zealand	<i>Luisa (Kasai)</i>
Norway	<i>Popakabaka (Leopoldville)</i>
Pakistan	<i>Luosi (Leopoldville)</i>
Poland	<i>Stanleyville (Equ.), Kikwit (Leopoldville) and Idiofa (Leopoldville)</i>
Sweden	<i>Lisala (Equ.)</i>

*

In response to an appeal from the Leopoldville Delegation, the International Committee sent to it emergency supplies of medicaments and dressings which were lacking in various hospitals in the Congo. These relief supplies, valued at 80,000 Swiss francs, were made available through a gift of £ 30,000 placed at the Committee's disposal by the British Red Cross.

Other consignments will follow until these funds are exhausted ; this donation has enabled the ICRC to place £ 5,000 at the disposal of its delegation for sending foodstuffs to some hospitals, in order to prevent patients in course of treatment from leaving the hospitals on account of the scarcity of food.

Intellectual relief supplies (books, etc.) have also been sent by the ICRC to the wounded and sick in the Kintambo Military Hospital (Leopoldville).

Relief actions. — France — *With the help of various contributions received, the ICRC has undertaken relief action in the form of clothing for Algerian political detainees in assigned residence centres. These relief supplies included underclothing and socks and reached a total value of 30,000 Swiss francs.*

Greece — *Early in March the Czechoslovak Red Cross despatched 210 individual parcels for Greek political detainees. A delegate of the ICRC went to Trieste to take delivery of the parcels and to deal with their forwarding, by sea, to Greece.*

Laos — *Mr. André Durand, delegate of the ICRC, engaged in a mission to Laos, has continued the action undertaken in behalf of the victims of the recent events. In addition to the relief supplies referred to in our January issue, supplementary aid has been made possible, through an important gift of the Australian Government, in behalf of the refugees in Vientiane. The distribution of these further relief supplies (valued at 16,000 dollars) was made by the Laotian Red Cross.*

Nepal — *An aircraft bearing the Red Cross emblem arrived in Katmandu on February 14 last.¹ This means of transport placed at the disposal of the delegates of the ICRC (who, as is known, are working in this country in behalf of the Tibetan refugees) has made it possible to transport and to distribute foodstuffs and clothing in the upper valleys in Nepal, in particular in the Khumbu and Takkhola areas.*

The ICRC Delegation in Nepal has been reinforced by Dr. C. Billod and his wife, both of whom will deal with medical aid to refugees in the Takkhola Valley.

Spain — *In February, the Relief Section despatched various relief supplies (valued at 2,000 Swiss francs), a gift of the Alliance of Red Cross and Red Crescent Societies of the USSR on behalf of Spanish nationals repatriated from the USSR. The distribution of these supplies to the beneficiaries was entrusted to Mr. Eric Arbenz, delegate in Spain of the International Committee.*

Mission to Germany. — *Mr. H. G. Beckh, delegate of the ICRC, made a further visit to West Germany from February 27 to March 4,*

¹ Plate

during which he saw Mr. Güde, Attorney General of the Federal Republic, and Mr. Bauer, Attorney General of Hesse.

He also visited Butzbach Prison, where he spoke with the five political detainees held in this establishment. In Frankfort-Preungesheim he visited the women's prison, and the prison for men awaiting trial ; in both cases he spoke with one of the persons under detention. After these interviews, which took place without witnesses, Mr. Beckh had talks with Mr. Johans, Director of Butzbach Prison, and Mrs. Einsele, Director of the Frankfort prison for women.

Study-visit to the ICRC — Mr. K. Seevaratnam, the new Assistant-Director of the League Junior Red Cross Bureau, and Miss Alina Kusmierczyk, of the Polish Junior Red Cross, made a one day study-visit to the ICRC headquarters on January 24. After hearing several talks on the structure, organisation and activities of the International Committee, the development of international humanitarian law and other subjects of a juridical nature, the two visitors were shown round the Central Tracing Agency.

Re-uniting of families — Reference has been made on several occasions to the successive phases of the action undertaken by the ICRC with a view to re-uniting, or helping to re-unite, members of families dispersed by the events during the Second World War.

In 1960, over 15,000 persons (adults and children) were able to join relatives who had left their country of residence. This figure brings to over 388,000 the number of persons — mostly of German origin (" Volksdeutsche ") — who have thus been re-united with their families.

This action is being pursued in conjunction with the National Societies concerned. Some of them deal with this matter and keep the International Committee informed of the results. In other countries, however, the work is carried out with the active participation of the ICRC.

Furthermore, the action for the re-uniting of " Volksdeutsche " children from Yugoslavia with their families was brought to a successful conclusion in 1960, which was largely due to the efforts of the Yugoslav Red Cross Society and the facilities granted by the authorities in that country.

Visits to the ICRC — *From mid-January until early in February, the ICRC had the honour of receiving visits from Mr. H. Ritgen, Head of the Relief Section of the Red Cross in the German Federal Republic, and Mr. F. K. Lüder, industrialist, Hamburg ; Professor John S. Morgan, Chairman of the Canadian National Disaster Relief Services, the new Head of the United States Permanent Mission in Geneva : H. E. Mr. Graham A. Martin, Ambassador, accompanied by the Assistant Head of the Mission, Mr. Charles W. Owsley ; the Chairman of the Irish Red Cross, Mrs. Tom Barry, accompanied by Miss M. B. Murphy, Head of the Irish Junior Red Cross ; H. E. Mr. E. Lotz, Minister, Permanent Delegate of Belgium in Geneva ; Miss Jutta Ibing, a German Red Cross nurse (German Federal Republic) on her way back from a mission in Morocco ; Dr. K. Benz and Dr. F. Peltzer, members of the medical team of the German Federal Republic in Kivu Province (Congo) ¹ ; the new Ambassador of Turkey in Berne, H.E. Mr. Zeki Kuneralp, accompanied by Mr. Sadun Terem, Consul-General in Geneva ; Dr. S. Haughton and Mr. A. Thompson (male nurse) both members of the Australian medical team in the Congo ; Miss L. Masson, in charge of the Blood Transfusion Section of the Central Secretariat of the French Red Cross ; the new United Nations High Commissioner for Refugees, Mr. Felix Schnyder ; H.E. Mr. Morio Aoki, new Permanent Delegate of Japan in Geneva ; Dr. Wolfgang Weitbrecht, Vice-President of the Red Cross in the German Democratic Republic, accompanied by Mr. Beling, Permanent Representative in Geneva of that country ; Miss Karin Wielsen, Vice-President of the Norwegian Red Cross, passing through Geneva on her way to the Congo on a mission ; Mr. Walter Hartmann, former Secretary-General of the Red Cross in the German Federal Republic ; Mr. G. Rosén, Assistant Secretary-General of the Information Department of the Finnish Red Cross.*

The ICRC also had the pleasure of receiving a few groups of visitors, in particular young diplomats and future diplomats of various African and Asian countries, taking study-courses at the Graduate Institute of International Studies in Geneva. These groups also

¹ We referred in our issue for February (1961) to the operations for the release of these two doctors who had been arrested in January while performing their duties.

included students of the "Bon Secours" Nursing School (Geneva) and pupils of the German School in Geneva.

World Refugee Year Conference — *This Conference, under the auspices of the Standing Conference of Voluntary Agencies working for Refugees, was held from January 17 to 20 in Geneva. It was presided over by Dr. Elfan Rees, Chairman, and Mr. Charles H. Jordan, Co-Chairman, of the Executive Committee of the International Committee for World Refugee Year (ICWRY). The International Committee of the Red Cross was represented by Mr. H. Coursier, member of the Legal Department.*

The Conference first discussed the achievements of World Refugee Year (WRY). This vast campaign not only enabled considerable funds — 88 million dollars according to the latest estimates — to be collected, the legal status of refugees to be improved and the closing down of a number of camps ; it had also made the general public understand the plight of refugees and encouraged it to extend its charitable aid to needy people living in remote areas. In addition, WRY had led to closer, more active and fruitful co-operation between the various organisations concerned, on both the national and international levels.

The Conference then studied the current needs of various refugee groups, in particular the Algerian, Chinese and Tibetan refugees, the Arab refugees in Palestine, displaced persons in the Congo, etc. A study of the legal problems relating to refugees, their emigration, resettlement in countries of asylum, etc. was also made by Working Parties set up within the Conference. The Working Party concerned with legal questions was presided over by Mr. H. Coursier.

On the close of the discussions the Conference stated that it " draws the attention of Governments to the necessity of their continuing their concern for the on-going needs of the refugees " ; furthermore, it expressed the hope that " the national initiatives of private citizens and Voluntary Agencies for World Refugee Year will continue in some organised form, with the support of Governments, to carry on their activities in an appropriate manner... "

Statistical figures for ICRC mail — *In 1960 the ICRC received 112,853 postal items and despatched 161,523 ; the figures for the previous year were respectively 118,343 and 167,007.*



GENEVA — *The Minister of Japan handing the diploma awarded to W. Michel to the President of the ICRC.*

KATMANDU — *Mr. Toni Hagen (on the left) showing the Minister of Finance of Nepal the aircraft placed by the ICRC at the disposal of its delegation in Nepal.*





YUGOSLAVIA — The artificial limb workshop in Sarajevo.

LEBANON — Miss A. Pfirter, delegate of the ICRC, giving a lecture for Red Cross nurses, in Beirut.



Although the percentage of correspondence concerning individual cases shows a decrease, it should be noted that the number of letters received concerning general matters is increasing steadily owing to the events in various parts of the world.

The figure for the staff at the ICRC headquarters in 1960 reached an average of 157 (178 in 1959).

" The Doctor in the Geneva Conventions of 1949 " — *A new edition of this work, first published by the ICRC in 1953, will shortly be available.*

The decision to issue a new edition is due to the interest shown (especially by various National Societies and in medical circles) in this work, of which the author is Mr. J. P. Schoenholzer of the Legal Department.

English version of " La Croix-Rouge internationale " — *We have already drawn our readers' attention to this work by Mr. Henri Coursier, member of the Legal Department of the ICRC, published in 1959 by the " Presses universitaires de France ". In view of the great interest taken in this book the ICRC decided, in agreement with the publishers, to have it translated into English.*

Visit to the Portuguese Red Cross Society — *While he was in Portugal last year, Mr. Carl Burckhardt, member of the International Committee of the Red Cross, paid a visit to the Portuguese Red Cross. He was received very cordially by the President of the Society and members of the Central Committee.*

After visiting this Society's various sections, Mr. Burckhardt was invited to attend some of the training and refresher courses for Portuguese Red Cross nurses.

A tribute to the memory of Mr. William Michel — *Wishing to honour the memory of Mr. William Michel, whose untimely death occurred recently, and in recognition of the work accomplished by the late delegate of the International Committee of the Red Cross during his missions to the Far East, a posthumous award of the Order of Merit has been made to him by the Japanese Red Cross.*

A little ceremony was held at the ICRC headquarters on February 20, during which H.E. Mr. Morio Aoki, Minister, Permanent Delegate of Japan in Geneva, handed to the President of our institution the medal and diploma awarded to Mr. W. Michel by the Japanese Red Cross¹.

The work of the International Tracing Service — *In 1960 the International Tracing Service (ITS), under the administration of the ICRC, received 114,900 enquiries and issued 271,887 certificates and reports. The figures for 1959 were, respectively, 125,871 and 320,072.*

There was an increase in the number of individual enquiries (concerning missing or dispersed persons) namely 41,259 in 1960 (31,273 in 1959), while applications for death certificates (17,646 in 1960, 22,885 in 1959) and certificates to obtain compensation (49,029 in 1960, 64,280 in 1959) showed a decrease.

During the past year the ITS made out 782,214 individual cards (719,275 in 1959) for its central card-index. During this same period 840,471 cards (725,601 in 1959) were classified.

As a result of efforts pursued in this connection, originals of photostat copies of new documents (individual cases or lists) were made available to the International Tracing Service by National Red Cross Societies, authorities and various bodies in several countries.

Artificial limb workshop in Sarajevo — *This workshop, set up with funds donated by the Yugoslav Red Cross, and with the assistance of the Yugoslav Ministry for Social Welfare and the Yugoslav Federation of Ex-Servicemen, has been working on an independent basis for some years past. As, however, the National Society wished to install more modern methods of manufacture, in particular for producing a special type of artificial limb, it asked the ICRC in 1957 if it could supply the machines and tools required for this purpose which were not available in that country.*

In response to this request the International Committee equipped the workshop with a number of machines and tools for a total value of 20,000 Swiss francs. Furthermore, with the assistance of the ICRC, two Yugoslav orthopaedic technicians went to the German Federal

¹ Plate

Republic to make themselves familiar with modern manufacturing methods ; the valuable experience thus gained will enable them to make the best use of the new apparatus. According to information received from the Yugoslav Red Cross, since the machines supplied by the ICRC have been in use, the Sarajevo workshop has increased its production and it can now offer a wider choice of models including various orthopaedic apparatus and artificial limbs¹. Negotiations are now pending to obtain the material required for the manufacture of plastic limbs.

The Sarajevo premises will also include a room where the disabled will learn to walk, a room for use as an infirmary and another where a disabled person being fitted will stay until he has become accustomed to wearing an artificial limb. The building will be finished in July 1961.

Mission to Asia — *As stated in our February issue, Miss A. Pfirter, Head of the Medical Personnel Section, arrived on January 9 in Beirut, where she had several meetings with the directorate of the Lebanese Red Cross Society and representatives of the Army Medical Service and the Civil Defence Service. During her stay in Lebanon Miss Pfirter gave talks to nurses and student-nurses².*

On January 20, she went to Amman where she had several interviews with the directorate of the Jordan Red Crescent Society and various other persons. After visiting the Nursing School, maternity hospitals, children's centres, etc., Miss Pfirter gave lectures, in particular on the Geneva Conventions, the Red Cross and the Red Crescent and the organisation of voluntary medical service, to audiences composed of Army Medical Officers, Police officials and student-nurses ; she also made a broadcast from the Amman broadcasting station.

Miss Pfirter then went to Baghdad on February 6, after another short stay in Beirut. Discussions with the directorate of the Iraqi Red Crescent, and representatives of the Medical and Civil Defence services, were followed by a visit to the military hospital and an interview at the Baghdad broadcasting station. Miss Pfirter also gave talks to members of the Ladies Committee of the Iraqi Red Crescent, first-aid workers, nurses and student-nurses of the Nursing School.

¹ Plate

² Id.

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Miss Pfirter arrived on February 19 in New Delhi, where she had conversations with the Indian Red Cross, the Professional Nurses Association and the directorate of the Nursing Services of the Ministry of Health.

On leaving India, Miss Pfirter proceeded to Nepal, where she arrived on February 27. Her discussions with members of the ICRC Delegation in Katmandu were followed by several interviews with representatives of the Army Medical Service and the Public Health Service ; she also visited a hospital and gave a talk to student-nurses at the Nursing School.

As we have already said, the main purpose of Miss Pfirter's mission is to examine with the National Societies of the various Asian countries various questions relating to the recruitment and organisation of voluntary medical personnel. In addition, the International Committee's delegate will contribute, by a series of lectures, towards the dissemination of the principles of the Geneva Conventions.

At every stage of her journey Miss Pfirter has met with a most cordial welcome and the directorates of the National Societies have done everything possible to assist her in carrying out her mission.

Visits to places of detention and internment in the Federation of Rhodesia and Nyasaland — *In December 1960 and January 1961, Mr. G. C. Senn, delegate of the ICRC in the Federation of Rhodesia and Nyasaland, made further visits to several places of detention and internment in Southern Rhodesia. Mr. Senn thus visited the Gokwe Restricted Area (which was shut down later), Marandellas Prison and three re-establishment centres where a number of persons arrested after the disturbances which occurred in the second half of 1960 are interned.*

Israeli detainees in the United Arab Republic — *Nine Israeli nationals, including a young girl, who were arrested in Egypt following their clandestine crossing of the frontier were released recently by the UAR authorities.*

Through the good offices of the ICRC Delegation in Cairo, these persons left Egypt on March 15 ; they embarked at Alexandria on board the s/s " LYDIA ".

Visits to detained persons in Laos — *In pursuance of its efforts to assist victims of the events in Laos, the International Committee of the Red Cross obtained authority from the Government in Vientiane for making several visits to military prisoners and civilian detainees. The Committee's delegate in the Far East, Mr. André Durand, was thus able to visit recently four camps, where about 500 persons in all are interned, with whom he was able to converse freely. As customary, the delegate's report on these visits was handed to the detaining authorities. It contained various suggestions for improvements in the detention conditions. Mr. Durand also distributed a few comforts in these camps.*

Visits to places of detention and internment in France — *Two delegates of the ICRC visited, on March 17 and 18, the prison in Châlons-sur-Marne, and the assigned residence centre in Vadenay.*

As customary, they were able to converse freely with detained and interned persons of their choice.

A thousand packets of cigarettes were distributed in these establishments to mark the " Aït-el-Seghir " celebrations.

Red Cross Centenary — *Since October last, the various groups dealing with the organisation of the celebrations have held several meetings. The Exhibition Sub-Committee was more particularly engaged in obtaining the participation of the Army Medical Service, setting up a general plan of the Exhibition, and financial matters. The groups concerned with history and philately also held meetings. The Committee of Experts in charge of the programme of lectures, study-courses and technical displays held five meetings and drafted a general programme in this connection.*

With regard to information, contact has been made with the Press and the Broadcasting and Television Services. The Working Party, set up in the interval, met on three occasions. The groups dealing with propaganda and financial questions held a first meeting to define their field of action.

The Festival Committee met on December 14, 1960, and March 17, 1961 for general discussions. It noted with pleasure the Federal Council's decision to strike a coin to mark the Centenary celebrations.

Contacts were made with representatives of National Societies visiting Geneva and specialists concerned with museums and exhibitions.

The Geneva Conventions in Pictures — *As stated in a previous issue, the ICRC recently published a new edition of this booklet. The National Red Cross (Red Crescent, Red Lion and Sun) Societies, Army Medical Services and Ministries of Foreign Affairs in the countries parties to the Geneva Convention were informed that subscriptions for this booklet were open until February 28, 1961, at the cost of Sw. Fr. 0,70 per copy. The new edition met with great success ; about twenty National Societies and some government departments responded to the International Committee's offer. Thus the 10,000 copies of the new edition (which included Hindi as the ninth language) have already been distributed. The 15,000 copies in which Lingala (the most widely spoken dialect in the Congo) was substituted for Hindi were distributed more particularly in the country concerned. Several National Societies have expressed a wish for the language of their country to be included in this booklet. In order to meet their wishes and thus to promote a general knowledge of the main principles of the Geneva Conventions, the section concerned in Geneva is now considering the publication of a third edition of the booklet which would include the other languages required. A circular letter on the subject will be sent to all the National Societies.*

The ICRC Tracing Service in the Congo

As soon as the ICRC had set up a delegation in Leopoldville (July 1960), it was seen that a Tracing Service similar to the Central Agency in Geneva was urgently required. The disturbances had led to an abrupt exodus, and it was impossible to keep check of whole families leaving to seek asylum in the former French Congo, Angola, Northern Rhodesia, Tanganyika or the newly formed Central African Republic. These unexpected events, for which the host countries were not prepared (especially as far as a systematic registration of the refugees was concerned), and the disruption or complete break-down of means of communication, transport and postal services, had resulted in great and in many cases justifiable anxiety on the part of those obliged to leave, and their relatives.

In view of the flow of requests for news received by the Delegation, the ICRC decided to send a member of the Central Tracing Agency staff, Mr. Ed. L. Jaquet, to the Congo. He arrived in Leopoldville in August 1960 and set to work immediately. Fortunately he had brought all necessary equipment, card-indexes, cards, enquiry forms, family message forms, files, records, office supplies, a typewriter, etc., all of these being practically unobtainable on the spot.

Mr. Jaquet's mission, undertaken in close co-operation with the Central Tracing Agency in Geneva, was to be of short duration. His instructions were to train a Congolese national in the work of tracing persons, passing on information, filing and making the best use of card-indexes, until this helper was able to continue the work alone ; the Tracing Service could then be handed over to the National Red Cross Society. This work is naturally only one of the aspects of Red Cross activities in the Congo ; but if it shows that the institution's work has been efficient, it also illustrates the difficulties of all descriptions with which the ICRC Delegation was faced. We thought, therefore, that it would be interesting to ask Mr. Jaquet to give an account of his mission.

The first enquiries received were filed and dealt with immediately. We soon ascertained that, fortunately, not all the persons under enquiry were missing. Some who had fled to the former French Congo at the most critical moment had again crossed the river and returned to their homes. Others had remained on the spot, in some cases forgetting to notify their relatives or, if they had done so, their letters had not arrived.

The position was the same in four other provinces where the Delegation had been able to recruit voluntary correspondents: a Congolese in Coquilhatville (Equator), two Belgians in Stanleyville (Eastern Province) and Luluaburg (Kasaï) and a Swiss in Bukavu (Kivu). Since all relations had been broken off between Elisabethville and the Central Government, we received very few replies to our enquiries from Katanga.

We had no definite information concerning the refugees in Angola and the British protectorates. But we only had to cross over to Brazzaville (the crossing hardly takes more than 15 minutes) to consult the card-index of Whites of all nationalities who had reached the capital of the Republic of Congo and left Africa by means of the "air-lift" during the first few weeks of July. This card-index indicated the exact identity of those who had left, the details of each plane, date of departure and destination. In order to avoid frequent journeys to Brazzaville, the index was handed over to the ICRC Delegation. We thus had an invaluable working instrument at our disposal and it was only necessary to go to Brazzaville for complicated "cases".

It was difficult to get in touch with people who had not left the Congo or who had returned there. Most of the settlers are accustomed to having their mail sent to an individual or collective letter-box and in most cases no other address was available. Our letters were often not delivered or remained unanswered. We therefore decided to publish alphabetic lists in the local press of the persons we were trying to trace. A great many of them got in touch with us of their own accord, by letter or telephone, or visited us. In other cases, neighbours, friends, employers, etc. were able to give us information, often incomplete, it is true, but usually helpful for our work. How much easier our task would have been if enquiries had been written more legibly and with more exact information. To trace a

person presumed to be missing, when we had only been given his name, often no Christian name, and such a vague address as "Congo" or "X Street" without the name of the town, was an almost impossible undertaking.

When we were given an exact address in the Leopoldville area, we wrote to the person concerned ; if necessary, we wrote again a few weeks later, and if no reply was forthcoming, we went to the address given, once or several times ; our perseverance was usually rewarded. In the interior it was not necessary to encourage our correspondents. Their enthusiasm, loyalty and resourcefulness did wonders, especially in the Kivu and Ruanda-Urundi districts.

Since our card-index was kept up-to-date, we could draw up regional lists of all persons still unaccounted for within an hour. These lists were sent to our correspondents, ICRC travelling delegates, Catholic and Protestant missions and even to an amateur radio-station which broadcast them in areas totally inaccessible to members of the Tracing Service. Indeed, we could not rely solely on postal replies. Considerable correspondence had gone astray and we did not want to miss a single opportunity of seeing at least one of these wide-spread enquiries lead to a positive result. Delays were frequent : delegates of the ICRC often arrived at their destination several days before the receipt of the telegram announcing their arrival, letters from the authorities or private correspondents took several weeks to reach us. In the meantime, families without information concerning their relatives were anxiously awaiting news.

The Tracing Service received requests for information from all parts of the world. In September it was decided that the Head of the Service would accompany a doctor-delegate of the ICRC on a journey of over 4,500 km. throughout the Congo¹. A sturdy, although somewhat ancient DC3, fitted up as a cargo plane and packed with medicaments and surgical appliances, landed the delegates successively at Banningville and Inongo (Leopoldville Province), Coquilhatville, Gemena and Lisala (Equator), Stanleyville (Eastern Province), Goma, Bukavu, Shabunda and Kindu-Port Empain (Kivu), Bakwanga and Luluaburg (Kasaï). At each of these

¹ Plate

twelve stops, with our lists in hand, we approached anybody and everybody likely to be able to help us in our search—officials, company directors, businessmen and even people sitting outside cafés. On our return to Leopoldville six days later, we examined the results of our trip : out of 139 “ cases ” dealt with, 66 had been “ solved ” ; for 17 others we had obtained information which would enable us to continue our searches with some hope of success. We had delivered about 20 family messages and collected another 68, for the most part from settlers and missionaries in the interior. Finally, we had made a list of 77 European officials and settlers who had remained on the spot, which saved us the trouble of opening new enquiries later.

The delay or entire stoppage in means of communication made it necessary to open numerous enquiries for nearly all the individual “ cases ”. For this reason, we asked for the help of regional correspondents of the ICRC Delegation, territorial administrators and district commissioners, register offices, big firms, embassies and consulates, in short, all the organizations and people likely to help with our work.

We may add that at times we were lucky. For example, in Luluaburg, as on our previous stops, we questioned dozens of people in vain about a settler who had fled to the Ruanda-Urundi, while his wife and children had left in the other direction. No-one knew what had happened to this family, separated since the tragic events of July. We were patiently repeating the names on our lists when someone called out : “ You’re looking for T...? You’ll find him in the bar of the X Hotel across the square. He arrived here less than an hour ago ”. A few minutes later Mr. T... was telling us of his adventures and his unexpected meeting with his native wife and children somewhere in Northern Kasai. He immediately wrote a message for his relatives in Europe.

Another time a commercial traveller, back from a long journey through the province, visited us in our Leopoldville office after hearing from friends that we had been trying to trace him in the local press. He sat down at once to write his return message and gave us the names of Europeans he had met in the interior. Finally he said : “ If anybody asks you about the C... children, I can give you the very latest news ”. Indeed, we had been trying to get in touch

with Mrs. C... and her children for over two months. According to some, she had fled to Angola, while others said that they were living in a little village in the Lower Congo. We had not been able to trace them anywhere. Our visitor told us that he had put the two little girls in a boarding-school in Leopoldville. On our arrival there, we heard the latest news about the mother and the youngest child, which we sent on to the head of the family who had been obliged to return to Europe in dramatic circumstances.

We did not receive individual enquiries only. The Belgian authorities sent us, at first by teleprinter and later through the Central Agency in Geneva, lists of hundreds of persons under enquiry. Requests for news were also received from various embassies and consulates, National Red Cross Societies and the armed forces of the United Nations (UNOC) in Leopoldville and Elisabethville. In September the diplomatic mission of a large European country asked us to trace 62 of its nationals in the six provinces ; in January we were able to supply 60 replies, of which 53 were positive.

We were less successful with a list of 118 persons sought by the National Society of a British protectorate. Numerous names were mis-spelt, others almost illegible ; the addresses were incomplete or even unknown. To quote only one example among many, we never succeeded in tracing the " cotton farmer " for whom the only detail given consisted in his surname (no Christian name, nationality or the slightest mention of his last known address). People tend to forget that the Congo is 2,000 km. from North to South and the same distance from East to West, and that the Province of Katanga alone is as large as the whole of Spain.

For a Tracing Service, enquiries containing incomplete particulars mean a considerable amount of extra work. If the enquirer wants to receive news of a relative presumed to be missing, the application must be written legibly and include the surname and Christian names, date and place of birth, nationality, profession, last known private address or that of the employer ; additional information should be given, where possible, concerning the family, place and date of last news received, names and addresses of other people likely to be able to assist in the search, etc. When we are asked to trace a family " living about 25 km. from Stanleyville ",

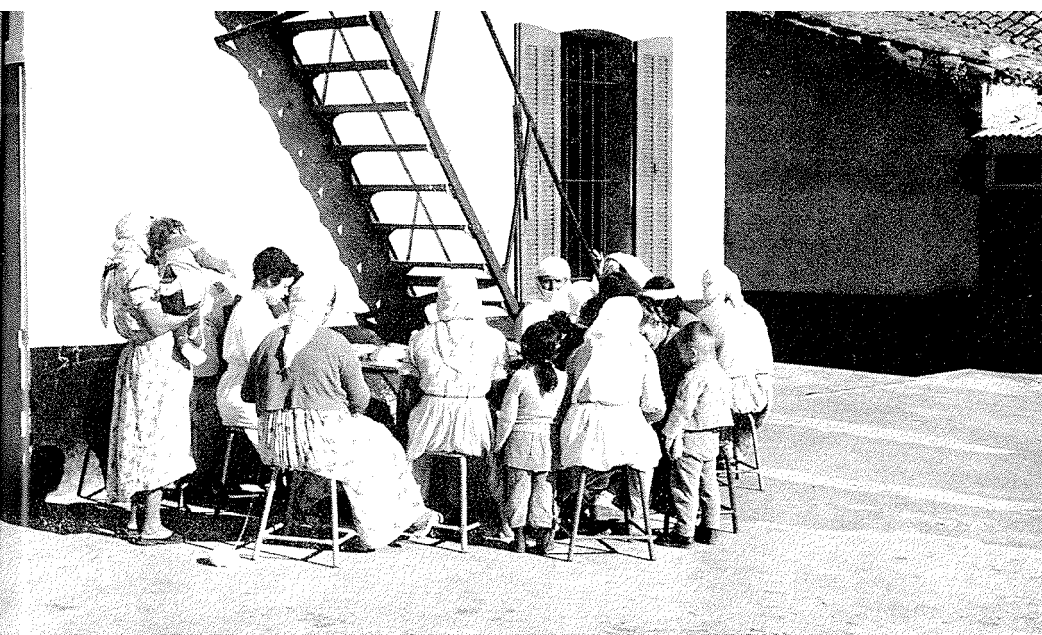
in reality we should have to explore a territory of 2,000 km. square—provided we had the time and the means to do so. However, if the address cannot be given, but perhaps the profession and employer of the head of the family, or the school of one of the children, our chances of success are more hopeful.

We were once asked to trace an engineer, married and father of three children, living in Leopoldville in an avenue unknown to the police and the taxi-drivers. It took us two days to discover the proper name of this important thoroughfare. Since no house-number had been given, we then went from door to door, from one end of the street to the other. A native woman told us in Lingala, without raising her eyes from the ground, that the only engineer who had lived there had returned to Europe. However, a school teacher, married and father of three children, had recently moved out for an unknown destination. His wife had taught in a school, but no-one could tell us the name, neither that of the three children's school. But we had found out enough to discover, an hour later, the former engineer turned schoolmaster in a large high-school of the city. But to do this we had to know that he was married and the father of three children!

In addition to its usual work of opening enquiries and transmitting family messages, the Service dealt with special cases, for example the repatriation of civilians isolated in the bush without financial resources or protection. One day, while we were trying to trace an adventurous settler of unknown nationality, we found him in a suburban prison, waiting apparently quite contentedly and patiently to be released. The prison officials had omitted to notify the consulate concerned. We therefore arranged for him to be taken to the nearest port, where he took a ship for Europe.

When cars abandoned along the wayside by the refugees were laid up in warehouses, the Red Cross Tracing Service was asked to identify the owners by means of the registration numbers. Needless to say, this was work for which perseverance, intuition—and a large measure of luck—were essential.

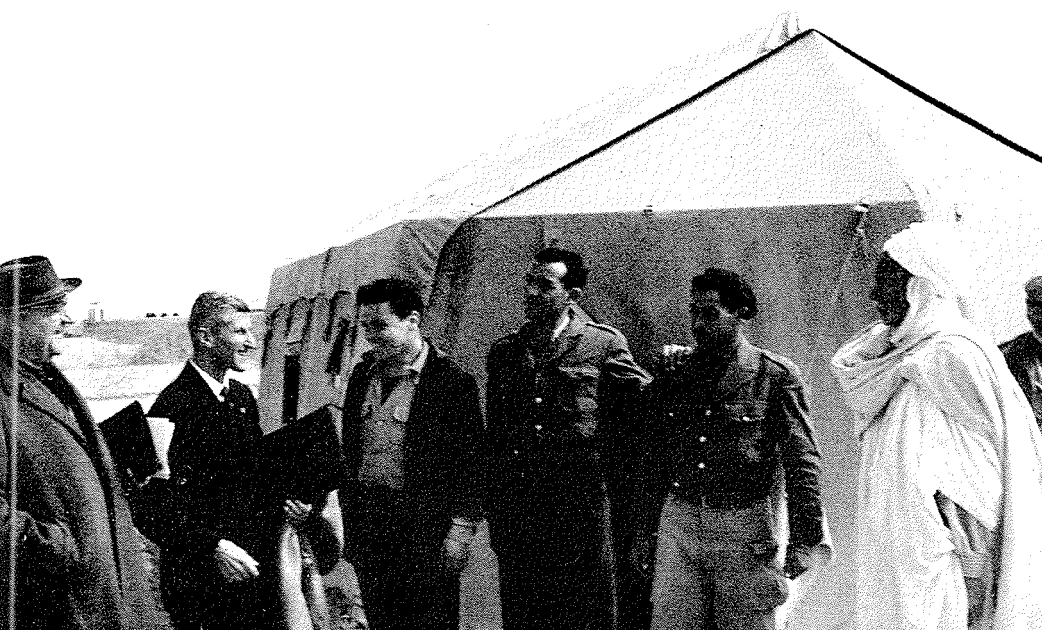
The Congolese assistant taking part in the work of the Tracing Service continued to make steady progress. This was very fortunate, for by the time most of the European cases had been settled, the number of natives needing our help was increasing.



The "Eugène Etienne" screening and transit centre.

ALGÉRIA

The screening and transit centre in Barika (on the left, Mr. C. Vust and Mr. P. Gaillard, delegates of the ICRC).

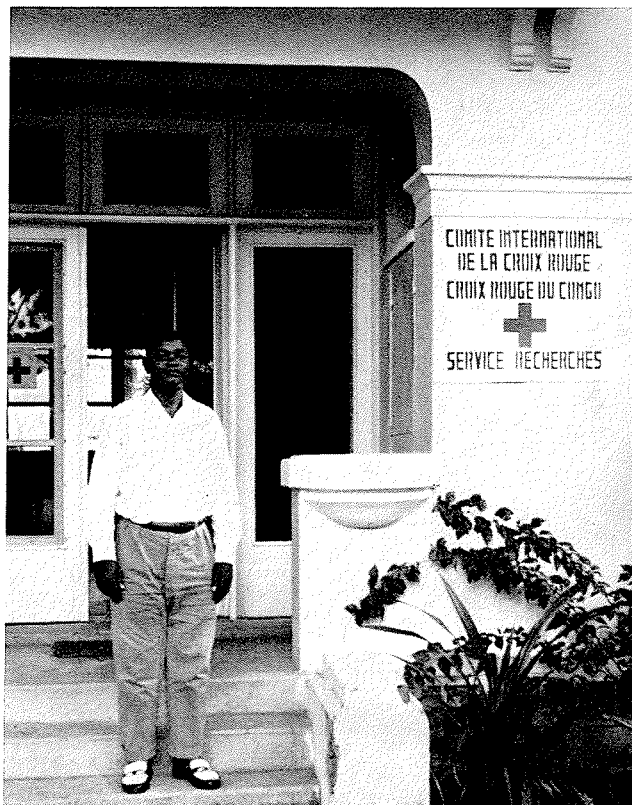




Mr. Jaquet (standing on the left) preparing to leave for the interior in connection with the Tracing Service set up by the ICRC.

CONGO

The Tracing Service in Leopoldville and its Congolese assistant.



After the disturbances in July, further troubles began to cause victims among the native population. Violent tribal warfare and troop movements in the Kasai region forced the natives to leave their villages in a hurry and those living in towns to take refuge in the bush. As soon as they arrived in Leopoldville, the Baluba refugees were sent back to the Bakwanga region. Disarmed soldiers, considered as civilians, were moved on according to the means of transport available, regardless of their recruiting centres. It should be remembered, in this connection, that Congolese soldiers live with their families in the camps. However, during the last few months of 1960, many of them fell into enemy hands, were released and sent to places sometimes hundreds of miles away from the camp where their wives and children were waiting.

It is easy therefore to imagine the anxiety caused by these events. Our mail increased, and also the stream of visitors. Some of the officials, employees, etc. spoke fluent French, others spoke nothing but Lingala or Kikongo. They found a willing helper in our assistant, who could speak to them in their own language and deal with each request as required.

Numerous new enquiries had to be opened on the same "cases" when some unofficial lists (we never received official lists) proved to be useless, owing to the inadequacy of the information supplied. These often included persons with the same surnames, without any mention of first names or ages. However, with the help of voluntary correspondents, the results of our efforts were far beyond our expectations.

At the beginning of this year, the Service had dealt with 639 cases (excluding Katanga) concerning 2,500 persons, of which 439 were conclusive and 434 were favourable (92.5%). Most of the persons sought (and whose cases were not yet settled) are probably in the Eastern Province or in the Kivu, which were particularly affected by the events. The number of enquiries opened (and subsequent reminders) reached well over a thousand.

In a country shaken by tribal and political rivalries, the tracing of missing persons and the transmission of family messages are of great importance ; these services are now working so efficiently that the member of the Central Agency staff was able to return to Geneva in February 1961, well assured that the Service set up six

INTERNATIONAL COMMITTEE

months earlier could continue its work under the responsibility of the Congolese assistant, with the consent of the National Red Cross Society ¹.

The Service will continue to carry on in Leopoldville, for the next few months, this traditional activity of the ICRC, by which the cost will be borne. Later the work will be entrusted to the Congolese Red Cross, which will thus become the first of the newly constituted African States to have a Tracing Service in accordance with the provisions of the Geneva Convention of 1949.

Ed. L. J.

ICRC ACTIVITIES IN ALGERIA

A mission of the International Committee of the Red Cross, the eighth since 1955, went to Algeria from January 25 to February 23, 1961, in order to visit the principal centres and prisons in which arrested persons had been detained as a result of the events. This mission, which consisted of Mr. Pierre Gaillard, Mr. Roger Vust and Dr. J. L. de Chastonay, visited 61 places of detention of various categories, as well as hospitals in which there were prisoners and detainees². During the course of these visits, relief supplies were handed over to persons under detention. Wherever they went the delegates of the ICRC were able to talk without witnesses and at length with detainees whom they themselves had selected or with those who had expressed the wish to speak with them.

The report dealing with these visits was handed to the French Government on 7th March. In addition, the head of the ICRC mission submitted its main observations and suggestions to Mr. Jean

¹ Plate

² Plate

Morin, the Government's General Delegate, to General Gambiez, Commander-in-chief of the French forces in Algeria and to Mr. Louis Joxe, Minister of State for Algerian Affairs, who received him in Paris on 6th March.

On the other hand, representatives of the ICRC went to Algeria, in December 1960, in order to convoy donations in kind intended for the resettled population. Other consignments are also on their way to Algeria.

These relief supplies exceeded a total value of 700,000 Swiss francs. These are handed over by the ICRC to the French Red Cross which in turn arranges for their distribution amongst the resettlement centres by the twenty-one mobile nursing teams of that Society. Representatives of the ICRC visited some fifteen of these teams who are working in behalf of the resettled population.

Finally, Mr. Gaillard, was instructed by the ICRC to make contact in Tunis between March 2-5 with the provisional Government of the Algerian Republic, in order to investigate problems connected with the tracing and the protection of missing persons and of French prisoners held by the ALN.

JOINT COMMISSION
of the
EMPRESS SHÔKEN FUND

No. 52

April 11, 1961

FORTIETH DISTRIBUTION OF INCOME

The Joint Commission for the distribution of income from the Empress Shôken Fund met in Geneva on February 21, 1961. The accounts and the position of the Fund as on December 31, 1960, were examined and it was decided to allocate from the balance available of Sw.Fr. 13,292.35 the sum of Sw.Fr. 13,000.—

In 1960, seven National Red Cross Societies applied for an allocation in due time. In view of the objects proposed and their urgency, the financial position of the Societies as well as the extent of former payments, the Commission decided to make the following grants :

<i>Burma Red Cross</i>	<i>Sw.Fr. 5,000.—</i>	Towards the purchase of an ambulance (according to financial programme to be submitted) ;
<i>Indonesian Red Cross</i>	<i>Sw.Fr. 6,000.—</i>	Towards developing its blood transfusion services ;
<i>South African Red Cross</i>	<i>Sw.Fr. 2,000.—</i>	Towards the purchase of anaesthetic apparatus for its maternity hospital in South West Africa.

In conformity with Article 7 of the new Regulations, the National Societies which have received allocations are invited to submit reports

in due course to the International Committee of the Red Cross or to the League of Red Cross Societies on the use made of the grants. The Joint Commission would like the reports which should be accompanied, as far as possible, by photographs, to reach Geneva not later than at the end of this year. Moreover, the Commission would like to remind the National Societies of the new Article 6, according to which the Societies receiving allocations may not put these grants to uses other than those specified, without the prior approval of the Commission.

In accordance with usual practice, the income of 1961 will be distributed in 1962. The Central Committees of National Societies are invited to apply for allocations from the Fund.

The Joint Commission wishes to recall that, in order to be taken into consideration, applications should give precise and detailed information on the use to be made of the grant ; they should also, as far as possible, be accompanied by a financial programme. Applications must be submitted to the International Committee of the Red Cross or to the League of Red Cross Societies before December 31, 1961.

for the Joint Commission :

*League of Red Cross
Societies*

H. Beer
M. Aoki (Japanese Red Cross)
M. van Zeeland
Z. S. Hantchef
J. P. Robert-Tissot

*International Com-
mittee of the Red
Cross*

Mlle L. Odier
J. Pictet
E. de Bondeli
J. P. Schoenholzer

EMPRESS SHÔKEN FUND

BALANCE SHEET AS ON DECEMBER 31, 1960

ASSETS		LIABILITIES	
	Sw. Fr.		Sw. Fr.
Swiss Public Securities	458,000.—	Inalienable capital	346,250.—
Cash at the Swiss National Bank.	4,638.30	Provision for market fluctuations: balance brought forward from the previous year	106,747.10
Administration fédérale des contributions, Berne	3,861.70	Provision for administrative costs:	
		Statutory attribution on the income in 1960. . .	693.70
		Less:	
		Actual administrative costs in 1960 .	483.15
			210.55
		Funds available according to accounts as on December 31, 1960	13,292.35
	<u>466,500.—</u>		<u>466,500.—</u>

INCOME AND EXPENDITURE ACCOUNT FOR 1960¹

EXPENDITURE		RECEIPTS	
	Sw. Fr.		Sw. Fr.
39th distribution of allocations to six National Red Cross Societies, in accordance with the decision of the Joint Commission, April 11, 1960	15,000.—	Funds available brought forward from the previous year . . .	15,112.65
Statutory allocation of 5 % of income to the administration of the Fund, according to Article 7 of the Regulations .	693.70	Income in 1960 on investments	13,873.40
Funds available as on December 31, 1960	13,292.35		
	<u>28,986.05</u>		<u>28,986.05</u>

¹ The accounts of the Empress Shôken Fund have been verified by the Société Fiduciaire Ofor S.A., Geneva, and found to be accurate as per their Report dated February 2, 1961.

INTERNATIONAL RED CROSS

STANDING COMMISSION OF THE INTERNATIONAL RED CROSS

The Standing Commission of the International Red Cross met at its headquarters in Geneva on March 24 ; it was presided over by Mr. A. François-Poncet.

The most important items of the Agenda concerned the principles of the Red Cross and the procedure for convocation to International Conferences of the Red Cross.

The Agenda for the Council of Delegates, which will meet in Prague next autumn at the same time as the Board of Governors of the League, was also dealt with during the meeting.

The Standing Commission took note of reports on the recent Red Cross relief actions directed by the International Committee and the League in the Congo and North Africa.

MISCELLANEOUS

SOCIAL SERVICE IN A CHANGING WORLD ITS RÔLE AND RESPONSIBILITIES

The Tenth Social Service Conference was held in Rome from January 8-14, 1961, to consider the question of "Social service in a changing world, its rôle and responsibilities". It proposed to study the rôle assigned to social service in the world to-day and offered a possibility of exchanging views and experiences. Over 2,500 delegates from 51 countries on the 5 continents came in response to this invitation, and the two international institutions of the Red Cross also sent two representatives: the ICRC: Mr Cour-sier, and the League: Dr. Hantchef.

A large-scale international conference such as this has many aspects: prepared reports, study groups, committees of experts, visits to social welfare institutions, exhibition of social welfare work, films showings, meetings of specialized organisations, receptions to promote personal contacts. Intellectually, it is an enrichment and from a human point of view, an encouragement; it sets new problems for some participants and provides others with solutions.

The high standard of the speakers, the numerous and varied attendance and the attractive setting all contributed to make the Rome Congress a success, which was however in the main due to the amount of work carried out by the Italian Social Service Committee. The vast and luxurious rooms of the Conference Building in the World Exhibition quarter on the outskirts of the city had been chosen to receive this large cosmopolitan gathering, among which there were more shimmering saris to be seen than at previous conferences, and, for the first time, several African delegates in their turbans and flowing robes.

We do not intend in this short article to give a detailed report of such a fruitful and diversified conference; we shall only attempt to draw a general outline. The I.S.S.C. did not formulate recom-

mendations, neither did it make decisions; it was a large-scale forum in which each participant was free to seek the solutions to his own problems.

*
* * *

Social service is undergoing continual change, since the needs it is called to fill go hand in hand with the changes taking place in the world. This statement is truer to-day than ever before and was reflected in the Rome Conference. Scientific progress, technical progress, revolutionary changes in demographic conditions due to the progress of medicine which has secured for every second person to-day a life expectancy of over 70 years, the migration of workers, emigration: the contacts between individuals are multiplied in every way and yet they are becoming ever more unstable and, contrary to common belief, man is more isolated than ever. He is asked to make an ever greater effort to adapt himself to his surroundings.

The consequences of this state of affairs have been admirably analyzed by the French doctor and psychiatrist, Dr. P. Sivadon. We are only aware of an infinitesimal part of the world in which we live, he said,—of a world which is not given to us, but is built by each one of us and which is, therefore, above all, subjective; it only becomes objective to the extent in which we can see it through another's eyes. It is precisely one of the tasks of the social services to establish a form of communication between different worlds, and thus facilitate genuine contacts between individuals. At birth, a child is socially speaking premature, and he is marked for the rest of his life by the social "mould" which surrounds him: a family in straitened circumstances or possibly hostile social groups do not provide him with the protection necessary to make him a completely balanced being. Man needs security to live, not merely the material and anonymous type of security which comes from inner peace of mind in a society where he is accepted. Dr. Sivadon closed with these words: "A civilization can be judged by the struggle it offers against fear".

Faced as we are nowadays, thanks to science, with notions of the infinitely small and infinitely great, man loses sight of his own reality: there is a dislocation between the reality and the

image of the reality. This is where Social Service has to step in : to help the individual to readapt himself to his reality and to his changing surroundings, for his own cultural and psychological development have not been able to keep pace with that of technical progress. This was pointed out by Professor G. Petrilli, Rome, who added that technical progress is worth nothing if it does not run parallel to spiritual progress.

A further question which various speakers dwelt upon and which was also pointed out in the study groups is the rôle of those who benefit from social service. Nowadays, social service is intended for all categories of the population and it must allow them to play their part in drawing up as well as carrying out its programmes. There is a tendency towards encouraging co-operation between the social welfare workers and those they are helping : the latter explain their needs, offer their services and join together in groups, organizing themselves and ensuring representation within the social welfare bodies.

The Social Service must therefore acquaint them more fully with its methods, giving up all work of a " guardian " character and thus persuading them that by asking its assistance they are not losing but winning their freedom. By thus widening its field of action, it will recruit new helpers. In addition, it is interesting to note that at a time when social service is becoming a recognized profession, there is an ever-growing need for voluntary helpers attracted by its ideals and methods. This means, however, that we must revise our ideas on basic education which should awaken each citizen to a sense of his responsibilities towards the community and thus develop a social conscience.

The Social Service is called upon to widen the scope of its activities by contributing to the development of communities, social research, administration and social policy ; it must act as an intermediary to coordinate the various teams at work.

Its workers therefore have to assume ever-increasing responsibilities and their training thus becomes of foremost importance. The International Association of Social Service Colleges, which held its Congress immediately prior to the Conference, called upon its members to reconsider the question of the fundamental training they offer their students and to adapt it to the needs these will have

to fill. An understanding of the nature of a problem is more important than describing the way in which it should be solved. As yet, the colleges have not paid sufficient attention to providing fully trained social welfare staff; it is imperative that they do so.

* * *

In order to give an idea of the multitude of problems brought up during the conference, we shall only list the subjects dealt with by the study groups :

- *Co-operation between social welfare workers and public health officials*
- *Mental health*
- *Rôle of social welfare in the services for the disabled*
- *Young people's needs (outside institutions)*
- *Juvenile delinquency*
- *Social welfare for children removed from their families*
- *Protection of women at work, help for the aged*
- *Assistance to emigrants and refugees*
- *Social welfare in industry*
- *Social welfare in the country*
- *Social welfare and housing*
- *Denominational social services*
- *Rôle of social services in developing communities*
- *Rôle of social welfare workers in social policy*
- *Finally, under the auspices of the FAO, the question of food resources.*

This impressive list bears witness to the manifold aspects of social welfare services, but also shows how necessary it is to co-ordinate all their efforts in order to obtain a satisfactory degree of well-being for all.

* * *

As we have seen, the essential points stressed by the reports presented during the conference were : team-work, co-operation with those benefiting from the social welfare service and the need to study the type of training that social workers should receive.

Indeed, these are not revolutionary ideas and previous conferences have already mentioned them. But it is interesting to note that these are precisely the matters which are brought up again and again and which are now of prime importance. The social welfare worker must come to realize this more fully and fit his work into the social structure. He has gained entry and holds a recognized place in most countries ; the nature of his responsibilities is no different to-day from what it was, but their range has become wider and deeper, thus making it indispensable to set up more definite ethical rules. This has been understood by the International Federation of Social Welfare Workers, who put the question on the agenda of the meeting it held during the Conference.

* * *

The Social Service Conference was instituted in 1928 by Dr. René Sand, so well remembered by all who had the honour of knowing this remarkable personality. A "René Sand Prize" was created in his memory to be conferred upon a social worker of outstanding merit. After Professor Parisod, Paris, and Mr. G. Haynes, London, this prize was awarded in an official ceremony to Princess Amrit Kaur, former Minister of Health of India and now President of the Indian Red Cross Society, who was secretary to Gandhi; in reply she made a remarkable speech on the idea of social service in relation to the needs and problems in the world, particularly in Asia and Africa.

The I.S.S.C. has been presided over for the last four years by Mr. George F. Davidson, Canada ; the Standing Committee expressed its regret in accepting his resignation and appointed Mr. Lester B. Granger, United States, previously one of the Vice Chairmen, to succede him.

The next Conference will be held in Rio de Janeiro in the summer of 1962 with the theme : " The contribution of social service in developing newly created communities ".

M.-L. CORNAZ

Director — School for Social Studies, Geneva.

World Health Day

This celebration took place on April 7, 1961 and Dr. M. G. Candau, Director-General of the World Health Organization, gave the following address on that occasion :

“ In the world today, accidents cause more deaths than any single illness except cancer and cardiovascular disease. In many countries accidents kill more children from 5 to 19 than all other causes combined. They take a greater toll in young lives than any war the world has yet known.

Yet accidents have been less studied than has any fatal disease of equal gravity. It is only recently that scientific research on this subject has been undertaken.

Too many people still unthinkingly accept accidents as misfortunes over which the individual has no control. ‘ Accidents will happen ’, they say, as if that excused everything. Yet whenever studies are made of accidents in home or school, on the road, in factory or farm, or of any other sort of accident, ways can always be found to reduce their number and seriousness.

Accidents are not chance events, they do not just ‘ happen ’. Every one of them is the outcome of a chain of causes and most of them can be prevented.

There is evidence that the majority of accidents happen in situations which are generally thought to be ‘ safe ’. About half of all accidents happen in the home, and children are the principal victims. Two-fifths of all fatal accidents to children between one

and four years of age take place in or around the home. Prominent causes are burns and poisoning which, even if not fatal, are generally serious. Yet almost all could be avoided by a little extra vigilance and a few simple precautions.

A thousand people a day die on the world's roads—half of all accident deaths. Road accidents are the most talked-about and most written-about of all, yet little is really known of the multiple factors which interact to produce them. In only one or two countries have present prevention measures done more than stop the road accident rate from rising faster than the increase in vehicles or miles driven. Much more needs to be known about the principles underlying road safety.

Occupational accidents have been more thoroughly studied than any others, and in many industries strict safety regulations are enforced. Notwithstanding this, in the United States of America alone it is estimated that in 1959 the working time lost because of accidents was 220 million man-days.

Here, then, is one of mankind's greatest scourges. Yet in our era of scientific progress, we have scarcely begun to think about combating it. Accidents have more in common with diseases than the simple fact that both can be deadly. The epidemiological methods used to study the distribution of disease can usefully be applied to them, but uniform methods of accident reporting must first be adopted. It will then become possible to define the situations in which they are likely to occur, in the same way as for the etiology of diseases.

It is not suggested that such research is easy, but it can and must be carried much further than at present. In the meantime there is still much that can be done. Most countries already have a safety code for road users; they have legislation intended to reduce occupational accidents and also, in some cases, regulations concerning the safety of home appliances, electric fittings, and so on.

The best present hope of accident prevention is certainly through safety education. Innumerable accidents are due, at least in part, to some action or omission of the victim himself—the pedestrian who crosses the road without looking; the boy who tries to change

a fuse without turning off the current ; the workman who fails to observe the factory's safety rules. Safety should, of course, be taught in schools, but also in factories, on the farm, and, perhaps most important of all, in the home.

In economically developed countries some progress has now been made—accident statistics are recorded although not in a uniform way ; there is some safety legislation ; there are accident prevention societies with active local committees ; and education against accidents has been begun. But what of those countries in the process of rapid industrialization, which do not yet have any statistics to guide them, where legislation is insufficient or not enforced, and where the idea that anything at all can be done to prevent accidents is accepted only by the few ? To them I would say : Face up to this situation and act quickly, avoid the bitter mistakes made in those countries where industrialization began over a century ago, and profit from the knowledge that they are now beginning to accumulate.

On World Health Day 1961, I would urge all peoples, whatever their stage of economic progress, to open their eyes to the plain fact that accidents have now become a leading cause of death, disablement and economic loss, and to realize, once and for all, that *accidents need not happen*."

B O O K S

NO TIME TO KILL¹

by

EVELYN BARK

This book reads like a tale of adventure. There is tragedy and there are also descriptions which glow with an inner light in a strange world newly shattered by disaster.

The author, Miss Evelyn Bark, O.B.E., International Relations and Relief Adviser to the British Red Cross Society, recalls and relives on every page the events and happenings of her life from earliest childhood which moulded her, revealing qualities of a finely-tempered character. The reader is carried along by the writer and shares her moments of happiness and anguish, described in a direct, fast-moving, expressive manner, remarkable for its freshness and simplicity.

In a foreword, H.R.H. the Duke of Gloucester, Chairman of the Council of the British Red Cross Society, observes that : "It is encouraging in these days to read the story of someone whose interest in people of all nationalities has made friends for her wherever she goes ". Having mentioned her gift for languages and for being able to approach people of every description, he adds : " It was, however, in the Red Cross that she found her *métier* . . . It is equally to the credit of the Red Cross that it assessed her capabilities and made good use of them ".

What constitutes the value of Miss Bark's book ? The Duke of Gloucester tells us : " Nearly everyone knows something of what the Red Cross does in war time . . . But few people appreciate its ever-growing peace time activities and fewer still know of the international aspects about which Miss Bark has written with the enthusiasm which comes from personal experience. I feel sure that those who read this book will get a far better overall picture of the

¹ *Robert Hale Limited*, 63 Old Brompton Road, London, S.W. 7. 185 pp.

diversity and scope of the Red Cross than from any formal catalogue of its various services to mankind". And speaking of Miss Bark herself: "Miss Bark's life shows a triumph over what at one time appeared to be insuperable odds and it is to her credit that she overcame them".

Indeed, in the first chapter we learn that the author was immobilized in early childhood as the result of an accident; in her inactivity she would let her imagination roam, inventing stories of distant countries, and wanted to learn languages which would later enable her to establish direct contact with people of many different countries. She was able to fulfil these dreams later, after she had recovered, and travelled over the whole world, not as a tourist, but as an apostle of understanding and humaneness, under the protective sign of the Red Cross and in the most trying conditions; this took place after the Second World War, that is to say, when it was no longer a question of killing, but of healing innumerable physical and moral wounds, wherever the war and its aftermath had resulted in submerging millions of human beings in a morass of want, suffering, despair and often hatred.

Thus, for example, we find her, towards the end of the war in Belgium and Holland, and after the war in Germany, especially in Berlin and at Belsen of sinister memory: "When we arrived in Belsen, about 800 people were dying from typhus daily, but within a week the machinery for getting this disease under control was in full swing, and the mortality rate dropped first to about twelve a day and then to zero".

One would like to be able to discuss in far more detail the interest—and indeed, the charm—of this book, and especially to linger over certain chapters, such as the one in which Miss Bark describes with so much simplicity the work of the British Red Cross when it set up its General Headquarters at Vlotho, an attractive village on the Weser, after closing down its office in Brussels when the Belgian Red Cross—as also the Netherlands Red Cross—were able to resume their work under normal conditions.

In the chapter entitled "Babies and Nuremberg", the author tells of some of the most pathetic cases which the capitulation uncovered: those of the foreign children in Germany. Here the writer tried with special tenderness to relieve the wretchedness of

these children and help their repatriation, sometimes accompanying them to their homes, to Paris or elsewhere. Then we find her in Nuremberg at the time of the trials which she describes in a short and very penetrating sketch.

In the chapter "Frontiers Open", the writer tells of some of the work carried out by the British Red Cross in the British Zone of Occupation: "After puffing up a small hairpin drive, one came to a flight of steps—seventy-five of them—leading to the front door. On that warm summer day in 1945 I did not know that this would be my home for the next four years. There were plenty of Germans then who had never heard of Vlotho; but with the coming of the British Red Cross it began to teem with life and developed into a veritable *Mecca*, where members of twenty-three National Red Cross Societies came at different times to visit and consult us."

Having described the spot, its ruins and its "grey-skinned people", the writer gives an account of the tasks which the British Red Cross had to face: thousands of displaced persons, homeless, cold, hungry, abandoned and desperate... Three thousand British-born nationals who had settled in Germany years before... and the whole indigenous population, living in the ruins and air-raid shelters. Hospitals, dispensaries and kitchens had to be set up for all these people.

In charge of the Foreign Relations units of the British Red Cross, Evelyn Bark played an active part in the rebirth of the German Red Cross and in the creation of a Tracing Service. Reading all these chapters on Germany, which constitute a detailed and vivid account of the action undertaken during the years 1945-1950 under the Red Cross emblem, we are made to realize the strong magnetic power which the Red Cross can exert in a chaotic world—and this is not the least of the merits of this book.

A chapter which is particularly moving for the Red Cross world is the one on Count Folke Bernadotte. Evelyn Bark met him for the last time in the summer of 1948, that is, shortly before he was assassinated. She attended the funeral ceremony in Bromma. In heartfelt lines, she depicts the fundamental characteristics of Count Bernadotte, stressing the sympathetic and intellectual qualities which singled him out for the great task which he was fulfilling and from which he was so violently torn.

We follow the writer with unfailing interest in her wonderful and charitable career, which she conjures up very modestly in the chapter "No Day of Rest". She left Germany only to continue her work in other European countries devastated by the war, where she took part in organizing vast relief operations. Later, with the Vice-Chairman of the British Red Cross, the Countess of Limerick, we find her in the USSR, in China and Sweden where her invaluable co-operation helped in establishing contacts between numerous National Societies.

When one comes to analyze this book, one realizes that every episode described by the author, each one in itself a microcosm against the tragic back-cloth of the post-war years, radiates the desire to relieve suffering and to heal—and all this with such a perfect sense of reality and hopefulness, that "No time to kill" can rank amongst the best. One can also say that it is at all times a pleasure to read, thanks to the lively dialogues and the vivid descriptions: the book is illustrated by a large number of photographs.

J. Z.

THE INTERNATIONAL RED CROSS

by

HENRI COURSIER

This book, which has already appeared in French in a well known series¹, has been translated into English by M.C.S. Phipps of the Translation Section of the International Committee. The English edition will be published in Geneva at the same time as the first number of the English publication of the *Revue internationale*.

¹ Published by the Presses universitaires de France, Paris, in the "Que sais-je ?" series, under the title *La Croix-Rouge internationale*.

We hope that this work will thus reach the very large public which it deserves, since its author, a member of the Legal Department of the ICRC, has a profound knowledge of Red Cross problems and of the working of its various institutions.

Such a work is indispensable in view of the continuous evolution and the increasing complexity of the Red Cross movement, since it is essential to make an assessment of all that has been achieved as well as to analyse clearly the different spheres in which humanitarian action is most in evidence today. Besides, international institutions have become so numerous that it is to be hoped that more and more people will learn how they are organized and what their work consists of.

Starting with a most interesting historical account of events before the founding of the Red Cross, Mr. Coursier then leads on to the year 1859, to Henry Dunant and to the rôle of the Committee of Five. Having described the intervention of the Red Cross in the two world wars and defined the significance of the Conventions signed in Geneva in 1949, he then makes a brief and excellent summary, by referring to Jean S. Pictet's book, of Red Cross principles. As he says when describing the organic and fundamental principles : " Taken together, they sum up the past achievements of the International Red Cross and commit it to future action ".

Chapter II deals with the organization of the International Red Cross, its statutes, the place and the rôle of the ICRC and of the League of Red Cross Societies, the various bodies of the Red Cross and their respective responsibilities. He asks : " Can it be said that the Red Cross as an organization has reached its final stage ? Without doubt this cannot be said to be the case, since the International Red Cross is not a static organization. It is in fact through movement that it can best realize its efforts. The Red Cross has a mission and it has remained faithful to its old tradition of fighting against suffering wherever it may be found and on behalf of respect for human dignity. One need only say that its task is far from finished in the world in which we live today. "

In his third and final chapter, Mr. Coursier describes the various activities of the Red Cross. His ability in the legal field and his own experience of human problems enable him to paint an accurate and remarkable picture of the part which is being played by the

various institutions known collectively as the *International Red Cross*, whose rôle it is to fight against the misery resulting from disturbances within States as well as from international conflicts.

Since Mr. Coursier's intentions have been above all to describe the organization of the International Red Cross, its principles and its legal foundations, he has not attempted to write a historical record of its activities. He has therefore limited himself to summarizing the most recent action of the Red Cross in various fields : relief, public health, social rehabilitation, etc. in favour of so many different categories of victims, refugees, members of dispersed families, political detainees, war disabled, the civilian population in time of war, missing persons . . . It should be added that the author has rounded off his work with diagrams illustrating the rôle of the Red Cross in the world and its organization, together with a bibliography of the principal works which have appeared on the subject.

Written in elegant style and at all times objective, this book concentrates on essentials. It can be highly recommended to all who want to know about the history, internal organization and the national and international action of the Red Cross. Here will be found a perfectly clear and complete account of the greatest of all humanitarian institutions which the world has ever seen, one which strives effectively and all the time against suffering, allowing men to hope for better things to come.

J.-G. L.

EXTRACT FROM THE STATUTES OF THE INTERNATIONAL COMMITTEE OF THE RED CROSS

(AGREED AND AMENDED ON SEPTEMBER 25, 1952)

ART. 1. — The International Committee of the Red Cross (ICRC), founded in Geneva in 1863 and formally recognized in the Geneva Conventions and by International Conferences of the Red Cross, shall be an independent organization having its own Statutes.

It shall be a constituent part of the International Red Cross¹.

ART. 2. — As an association governed by Articles 60 and following of the Swiss Civil Code, the ICRC shall have legal personality.

ART. 3. — The headquarters of the ICRC shall be in Geneva.

Its emblem shall be a red cross on a white ground. Its motto shall be "Inter arma caritas".

ART. 4. — The special rôle of the ICRC shall be:

- (a) to maintain the fundamental and permanent principles of the Red Cross, namely: impartiality, action independent of any racial, political, religious or economic considerations, the universality of the Red Cross and the equality of the National Red Cross Societies;
- (b) to recognize any newly established or reconstituted National Red Cross Society which fulfils the conditions for recognition in force, and to notify other National Societies of such recognition;
- (c) to undertake the tasks incumbent on it under the Geneva Conventions, to work for the faithful application of these Conventions and to take cognizance of any complaints regarding alleged breaches of the humanitarian Conventions;

¹ The International Red Cross, comprises the National Red Cross Societies, the International Committee of the Red Cross and the League of Red Cross Societies. The term "National Red Cross Societies" includes the Red Crescent Societies and the Red Lion and Sun Society.

- (d) to take action in its capacity as a neutral institution, especially in case of war, civil war or internal strife; to endeavour to ensure at all times that the military and civilian victims of such conflicts and of their direct results receive protection and assistance, and to serve, in humanitarian matters, as an intermediary between the parties ;
- (e) to contribute, in view of such conflicts, to the preparation and development of medical personnel and medical equipment, in co-operation with the Red Cross organizations, the medical services of the armed forces, and other competent authorities ;
- (f) to work for the continual improvement of humanitarian international law and for the better understanding and diffusion of the Geneva Conventions and to prepare for their possible extension;
- (g) to accept the mandates entrusted to it by the International Conferences of the Red Cross.

The ICRC may also take any humanitarian initiative which comes within its rôle as a specifically neutral and independent institution and consider any question requiring examination by such an institution.

ART. 6 (first paragraph). — The ICRC shall co-opt its members from among Swiss citizens. The number of members may not exceed twenty-five.

Some publications of the ICRC

The International Committee publishes works on law and on humanitarian ideas. The following have been published or reprinted recently:

The Geneva Conventions of August 12, 1949. *Geneva, 1949. 249 p., Sw. fr. 8.—.*

The Geneva Conventions of August 12, 1949. *Brief Summary for Members of the Armed Forces and the General Public. — Geneva, 1951. 13 p., Sw. fr. 1.—.*

Commentaries *published under the general editorship of Jean S. Pictet, Director for General Affairs of the International Committee of the Red Cross. (Translated from the original French) :*

I. Geneva Convention for the Amelioration of the Condition of the Wounded and Sick in Armed Forces in the Field. — *Geneva, 1952. 466 p., paper-back Sw. fr. 12.— ; bound Sw. fr. 15.—.*

II. Geneva Convention for the Amelioration of the Condition of Wounded, Sick and Shipwrecked Members of Armed Forces at Sea. — *Geneva, 1960. 320 p., paper-back Sw. fr. 15.— ; bound Sw. fr. 20.—.*

III. Geneva Convention relative to the Treatment of Prisoners of War. — *Geneva, 1960. 764 p., paper-back Sw. fr. 30.— ; bound Sw. fr. 35.—.*

IV. Geneva Convention relative to the Protection of Civilian Persons in Time of War. — *Geneva, 1958. 660 p., paper-back Sw. fr. 25.— ; bound Sw. fr. 30.—.*